

MASSACHUSETTS DEPARTMENT OF CORRECTION

Quarterly Report on Admissions and Releases in the Massachusetts Department of Correction

First Quarter 2019





Commonwealth of Massachusetts

Charles D. Baker, Governor

Executive Office of Public Safety and Security

Thomas A. Turco III, Secretary

Massachusetts Department of Correction

Carol A. Mici, Commissioner

Jennifer A. Gaffney, Deputy Commissioner

Rhiana Kohl, Ph.D., Executive Director of Strategic Planning & Research

Author: Research & Planning Division

Prepared by: Leah Wang, Research Analyst

Special thanks to Hollie Matthews, Deputy Director of Research,
and Jacob Sears, Co-op Student Intern, for their assistance with this report.

For questions regarding this report, please contact the Research & Planning Division:

Research & Planning Division
MCI-Concord/SFU Building
P.O. Box 9125
Concord, MA 01742
Phone: (978) 405-6677
Fax: (978) 405-6680
Research@massmail.state.ma.us

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EXECUTIVE SUMMARY

From the fourth quarter of 2016 through the first quarter of 2019, there was a cumulative decrease of 663 (7.3%) inmates from the average **MA DOC custody** population and 798 (8.3%) inmates from the average **jurisdiction** population, ending the quarter with 8,458 custody inmates and 8,807 jurisdiction inmates (figure 1.1).

Criminally sentenced inmates fell from an average of 8,715 in Q4 2016 to an average of 8,056 in Q1 2019, a loss of 659 inmates or 7.6%. The average number of **pre-trial detainees** dropped from 300 individuals in Q4 2016 to 251 individuals in Q1 2019, a decline of 49 detainees or 16.3%. The average **civil commitment** population rose slightly from 489 to 499, but has decreased by 82 or 14.1% over the trend period (figure 1.2).

The first quarter 2019 **overall admissions and releases** showed an overall decline in activity, even though admissions rose 1.8% from 1,626 to 1,656. Releases, as reflected in almost all subpopulations, fell somewhat drastically, by 11.8%; for the first time in two years, admissions came out slightly ahead of releases (figure 1.3).

Criminal admissions (628) slightly outpaced releases (610) in the first quarter of 2019, and this was reflected in both males and females. Releases had spiked in Q4 2018, so it is not surprising that they fell sharply. For the current ten-quarter period, 712 more criminally sentenced inmates were released than admitted, a smaller deficit than in past trend periods (see figures 2.1 and 2.2).

Criminally sentenced new court commitments from Massachusetts **court jurisdictions** court rose to 431 inmates from 384 last quarter. Essex, Bristol and Suffolk counties were responsible for more than half of all new court commitments in Q1 2019, followed by Middlesex and Hampden Counties (see figure 2.7).

Civil admissions and releases remained low in Q1 2019, with overall admissions up and releases slightly down. Male civil admissions rose from 442 to 480 individuals in Q1 2019, while releases dropped just slightly from 466 to 451. Both female civil admissions and releases dropped in Q1 2019 to levels last seen in 2017.

Pre-trial admissions and releases both dropped in Q1 2019, and similar to other subpopulations, admissions (537) and releases (536) were nearly identical. Male pre-trial admissions rose slightly from 37 to 41 while releases shrank from 48 to 40, a phenomenon seen among all male DOC inmates; female pre-trial admissions and releases experienced a typical 'down' quarter. As predicted last quarter, the pre-trial admission-to-release deficit disappeared; based on observed cycles, we predict that both admissions and releases may rise again throughout 2019 (see figure 4.1).

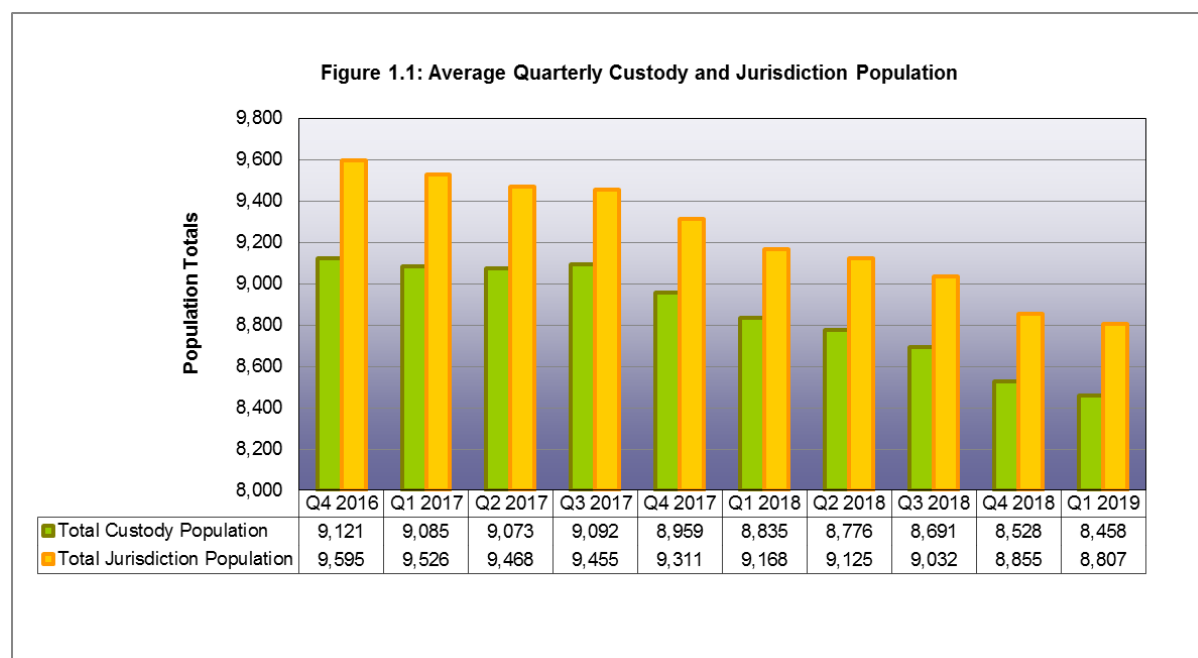
In summary, the overall populations and their subpopulations continue to decline at the beginning of 2019. Release populations seemed to fall sharply and admissions were often slightly higher, but the total number of events is experiencing a permanent downward trend that cannot be reversed by higher admissions this quarter. Cycles of fluctuating admissions and releases will likely continue as observed over the past ten quarters and beyond, but at a lower baseline.

CURRENT POPULATION AND OVERALL TRENDS

The **MA DOC custody** population averaged 8,458 inmates in the first quarter of 2019. The population dropped by 0.8% from the previous quarter. From the fourth quarter of 2016 through the first quarter of 2019, there was a cumulative decrease of 663 inmates, or 7.3%, from the custody population. This corresponds to a compound quarterly growth rate (CQGR) of -0.84%.

The **jurisdiction** population averaged 8,807 inmates in the first quarter of 2019, dropping 0.5% from the previous quarter. Over the ten-quarter trend period, the **jurisdiction** population is down 788 inmates or 8.2%, a CQGR of -0.94%.

The rate of decline appears to be slowing down for both the MA DOC custody and jurisdiction population. See Figure 1.1.[†]



The decrease in the average quarterly population was driven by all three sub-populations. Criminally sentenced population dropped from an average of 8,715 inmates in Q4 2016 to an average of 8,056 inmates in Q1 2019, a loss of 659 inmates for the trend period, a CQGR of -0.8%.

Civil commitment population fell from an average of 581 inmates in Q4 2016 to an average of 499 inmates in Q1 2019, a loss of 82 inmates, a CQGR of -1.7%.

Pre-trial population lost 49 offenders from an average of 300 detainees in Q4 2016 to an average of 251 detainees in Q1 2019 at the CQGR of -2.0%.

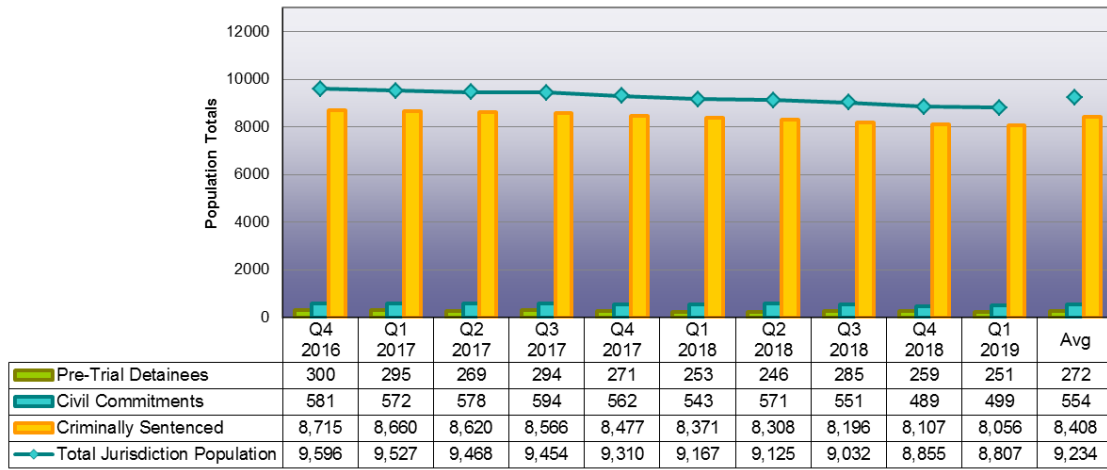
Compared with the last trend period, rates of decline among all sub-populations have slowed down. See Figure 1.2.[‡]

* See Appendix for the definition of Compound Quarterly Growth Rate (CQGR) and how it is calculated.

[†] Each quarter's population is the average of the last day of the month's count for the three months within that quarter.

[‡] Totals may not add up from sub-populations due to rounding of averages.

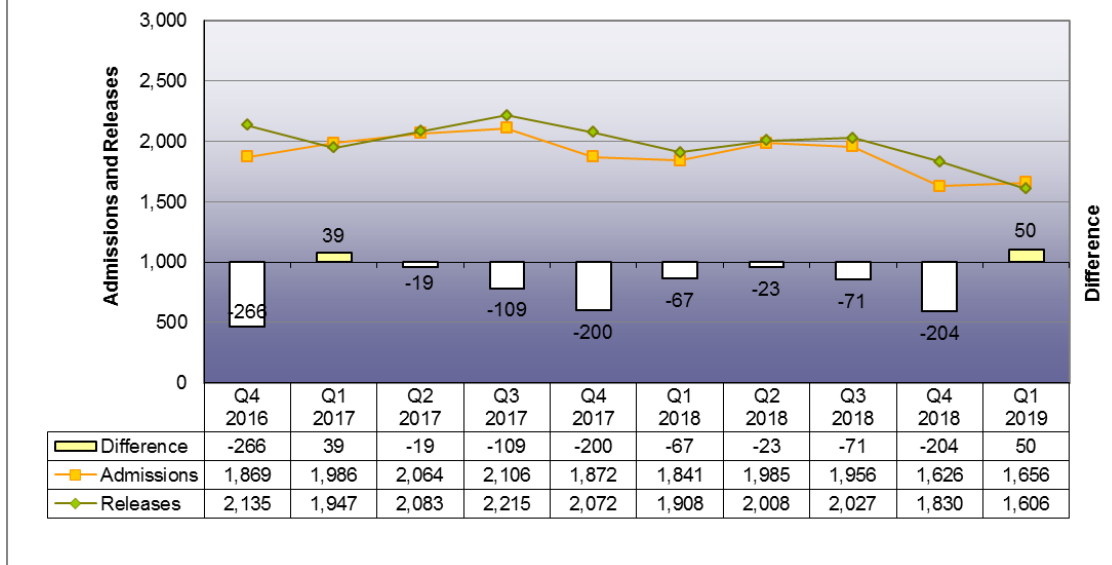
Figure 1.2 Average Quarterly Jurisdiction Population by Commitment Type

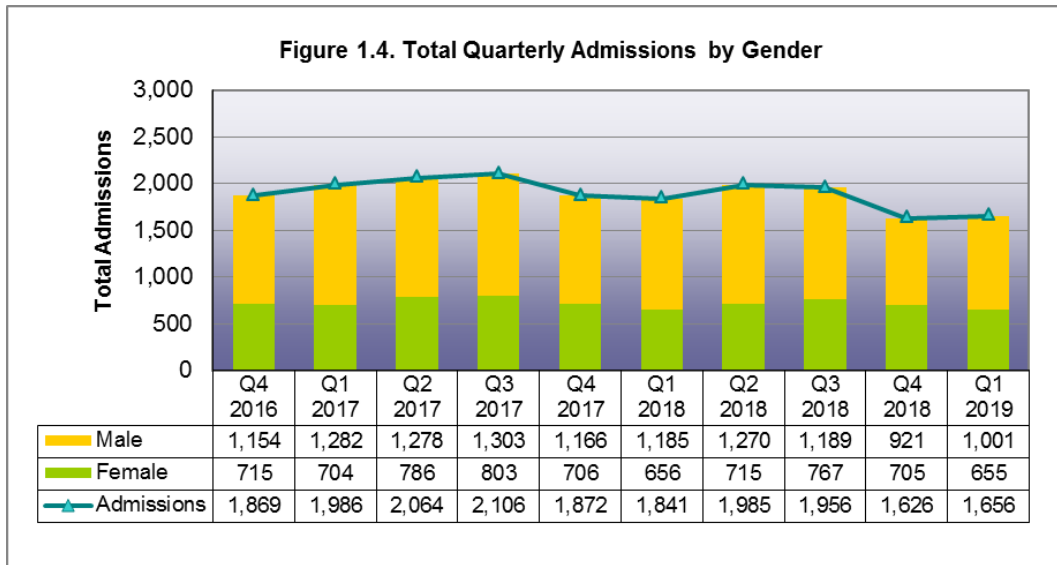


OVERALL ADMISSIONS AND RELEASES

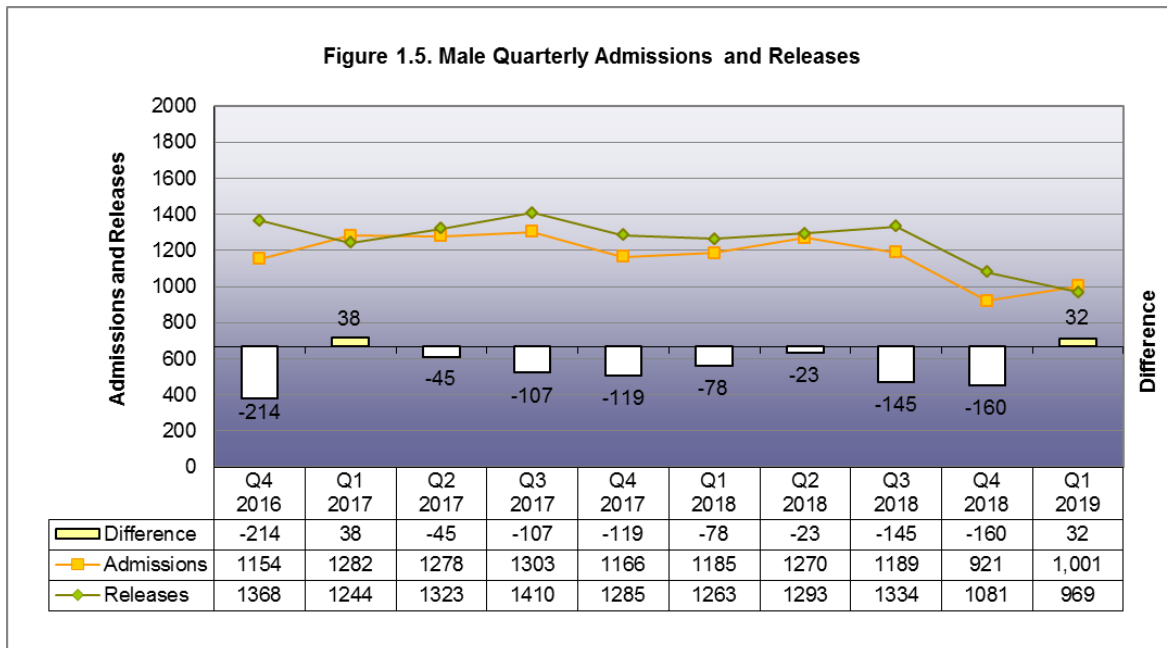
Admissions rose slightly from 1,626 to 1,656 and releases reached a new low going from 1,830 to 1,606 between Q4 2018 and Q1 2019. For the first time since Q1 2017, admissions outnumbered releases. Over the ten-quarter trend period, the MA DOC released 868 more inmates than admitted, a smaller deficit than the previous trend period. The admission-to-release deficit is the primary reason for the decline of the MA DOC inmate population. See Figure 1.3 below.

Figure 1.3. Overall Quarterly Admissions and Releases

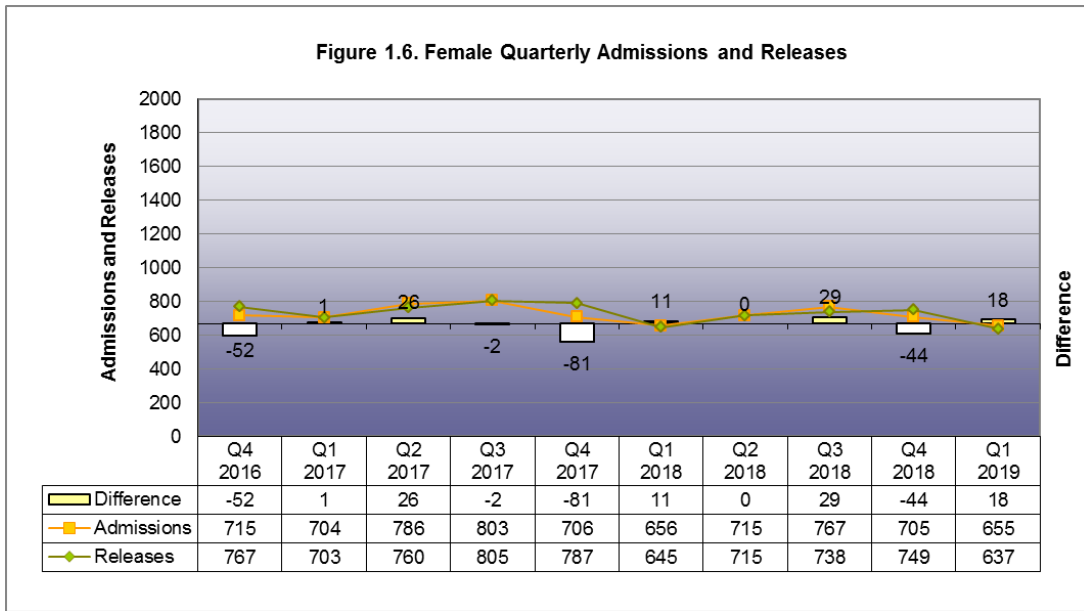




By gender, male admissions rose from 921 in the previous quarter to 1,001, approaching previous levels, while female admissions dropped to 655, the lowest value this trend period. Both females and males appear to experience predictable increases and decreases in admissions, though an overall downward trend may become clearer by the end of 2019 (see figure 1.4 above).



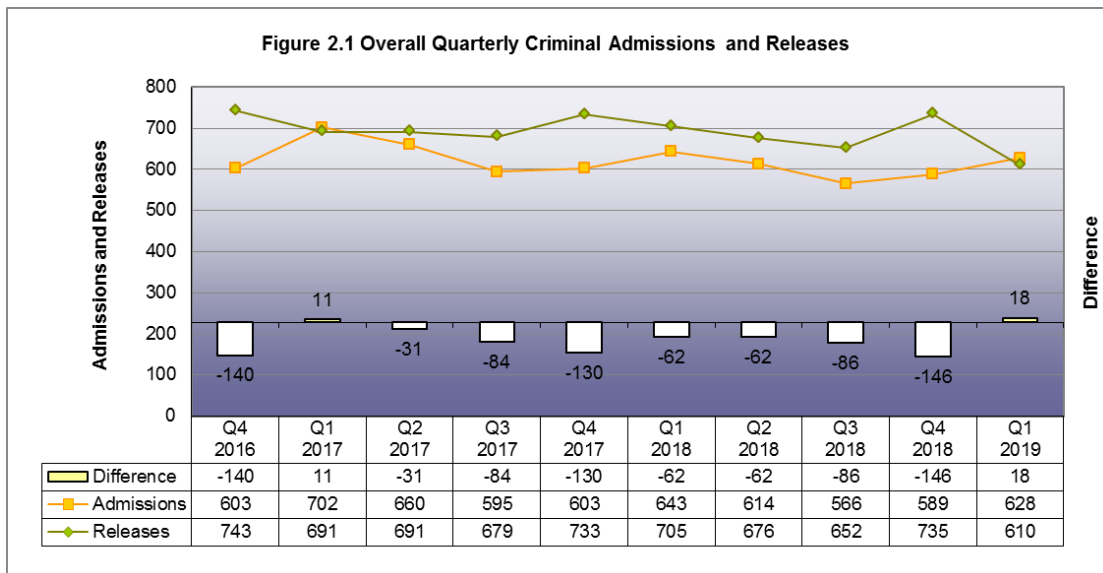
Surprisingly, male admissions outnumbered male releases for the quarter. After experiencing the largest quarterly deficit of the last two years in Q4 2018, the DOC admitted 32 more males than it released in Q1 2019. Over the trend period, total releases are still higher than total admissions for males (see figure 1.5 above).



Female admissions and releases also went separate ways in Q1 2019, although both experienced a decline. There were 18 more admitted female inmates than released female inmates; releases saw a sharp drop. As the trend period shows, both deficits and surpluses are common within the female population. Over the entire trend period, 94 more females were released than were admitted. The total number of admissions and releases reached its lowest point of the trend period in Q1 2019.

CRIMINALLY SENTENCED ADMISSIONS AND RELEASES

It appears that when criminal admissions and releases are close, admissions tend to outnumber releases, and this was the case in Q1 2019. For the first time in eight quarters, releases lagged slightly behind admissions. The two figures converged when admissions jumped by 6.6 percent to 628 and releases dropped by 17 percent to 610 for the quarter (see Figure 2.1 below). For the current ten-quarter period, 712 more criminally sentenced inmates have been released than have been admitted, a smaller deficit than in past trend periods.

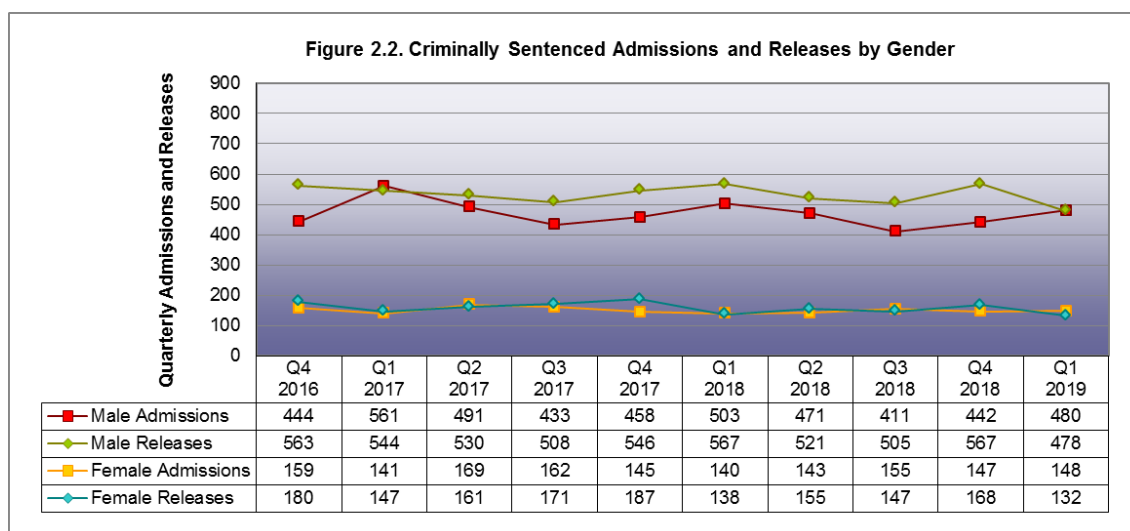


Admissions

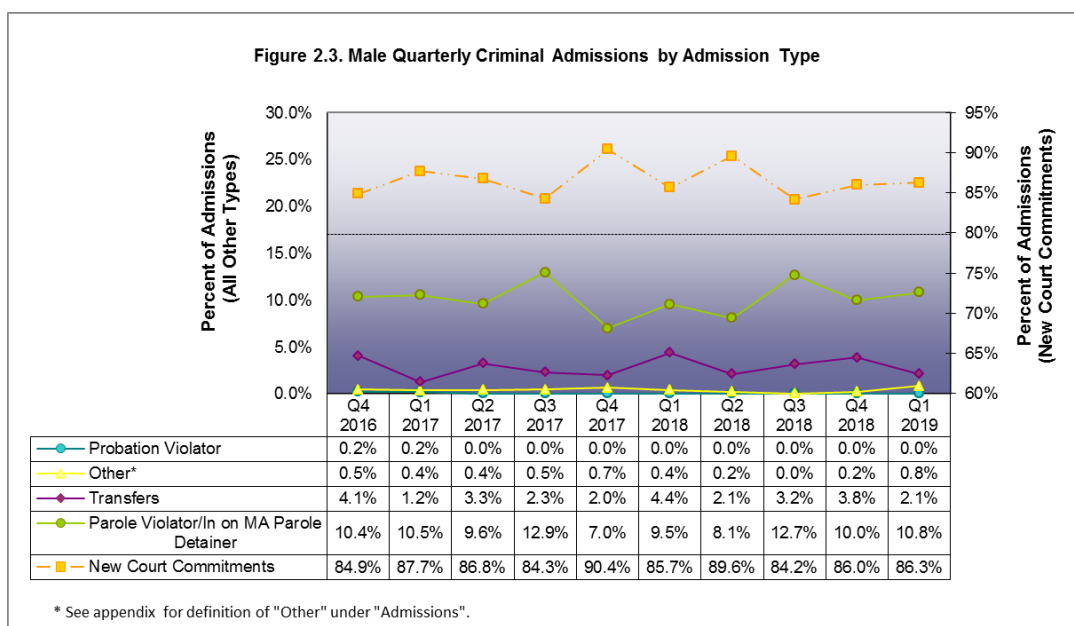
Male criminal admissions grew again in Q1 2019 while releases dropped sharply by 16 percent to its lowest level. Unlike the last quarter, where releases drastically outpaced admissions (possibly due to crime lab court releases that occurred at the end of 2018), admissions and releases were the closest they have ever been in at least ten quarters.

Female criminal admissions held steady, increasing by 1 to 148 for the quarter. Female releases, on the other hand, dropped by 21 percent, a sharp drop similar to male criminal releases.

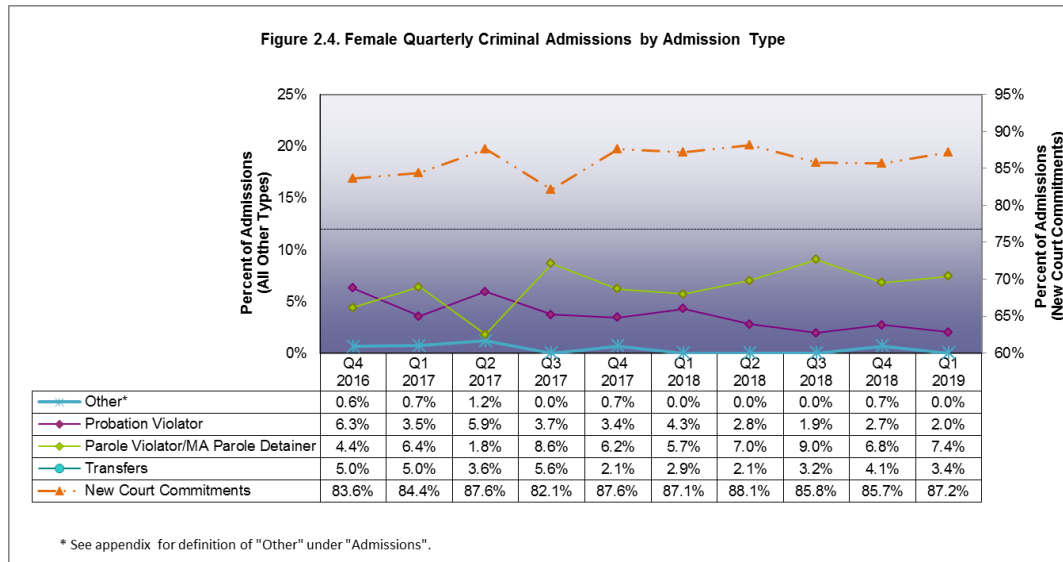
For the ten-quarter trend period, the MA DOC ran an admission-to-release deficit of 635 male inmates and 77 female inmates, making male inmates responsible for 84% of the population loss.



In Figure 2.3 below, male criminal admissions by admission type show that new court commitments are steadily climbing back to 2017 levels. Admissions via parole violation/detainer, which have fluctuated over the trend period, rose slightly as did "Other" admissions, while transfers shrank by nearly half.

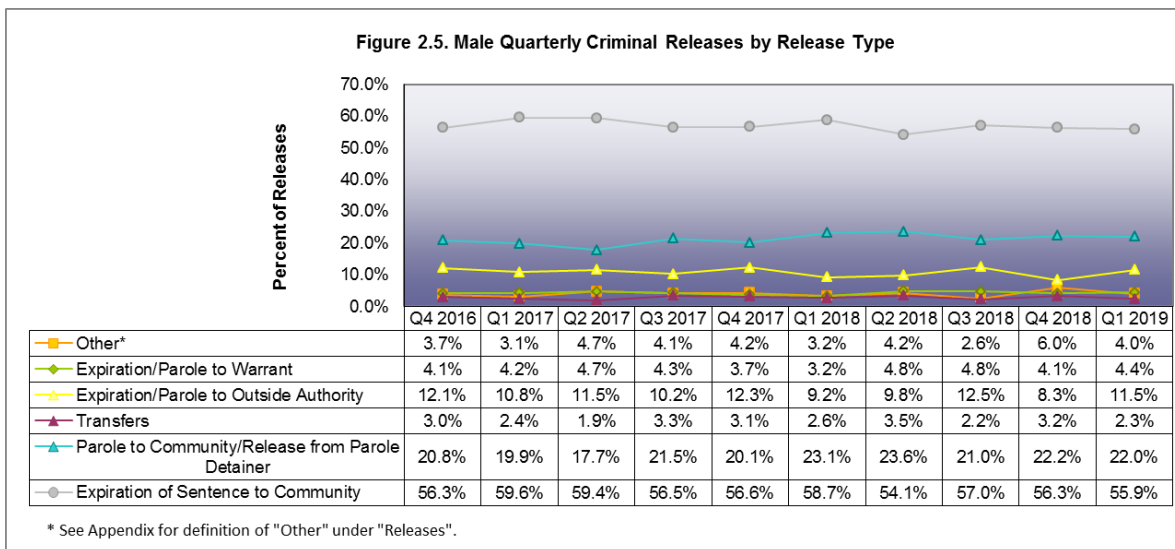


Female criminally sentenced admissions saw similar changes in Q1 2019 (see figure 2.4 below). New court commitments climbed 1.5%, parole violators rose slightly, and transfers dropped from their one-year peak of 4.1% of the criminal population. There tend to be more female probation violators admitted to the DOC than males, though they appear to trend downward over the past ten quarters.



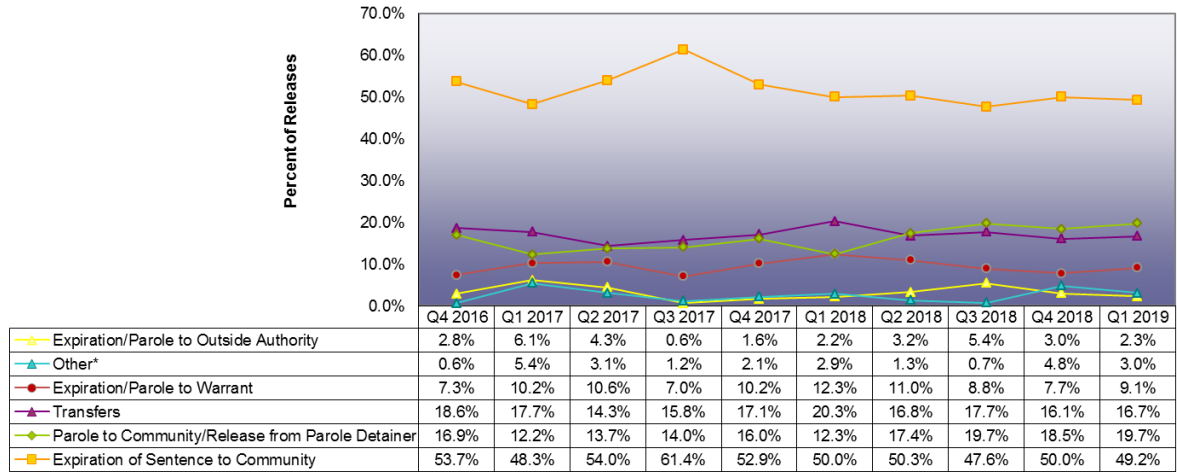
Releases

Release trends held steady for the most part for the first quarter of 2019. Over half of males (55.9%) were released to the community due to expiration of their sentence, another decrease from the past two quarters. Another 22 percent were paroled to the community or released from a parole detainer, indicating that over three-quarters of criminal releases went directly to their communities. Among the remaining releases, about half went to an outside authority (county, federal, or another state) after receiving parole or finishing their DOC sentence. "Other" types of releases dropped to normal levels after a spike in Q4 2018.



Female criminal releases followed suit in Q1 2019 with just under half finishing their sentence and releasing to the community. Over two-thirds of females went back to their communities via expiration of sentence or parole. Like males, 'other' female releases dropped after a late 2018 peak (see Figure 2.6 below).

Figure 2.6. Female Quarterly Criminal Releases by Release Type



* See Appendix for definition of "Other" under "Releases".

New Court Commitments by Court Jurisdiction

Criminally sentenced new court commitments from Massachusetts court jurisdictions rose to 431 inmates from 384 last quarter. Essex, Bristol and Suffolk counties were responsible for more than half of all new court commitments in Q1 2019, followed by Middlesex and Hampden Counties. Bristol, Worcester, Hampden, Barnstable and Berkshire Counties all experienced increases in new court commitments this quarter. As the total number of new court commitments gets smaller, the relative contribution of counties may change.

Figure 2.7. State* Criminally Sentenced New Court Commitments by Court Jurisdiction

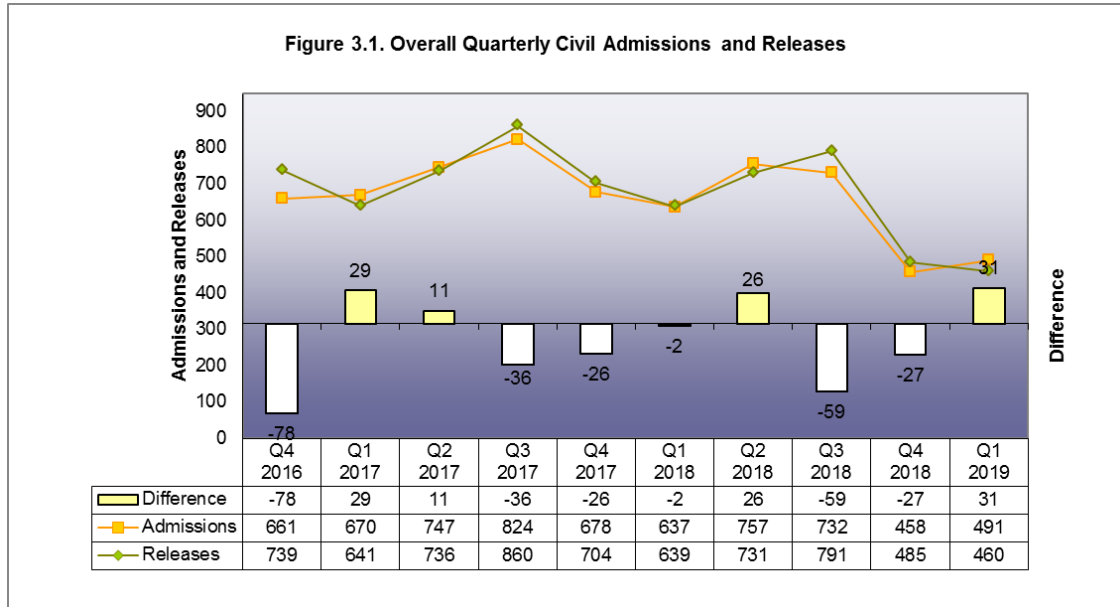
County	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018	Q1 2019
ESSEX	66	68	73	53	76	64	60	73	78	77
BRISTOL	34	63	43	39	49	47	76	28	44	77
SUFFOLK	74	71	83	61	77	83	84	72	76	70
MIDDLESEX	59	62	55	61	55	56	48	55	53	53
HAMPDEN	31	66	60	48	60	63	43	30	37	42
WORCESTER	48	64	43	35	35	43	43	38	21	38
PLYMOUTH	25	25	28	18	30	25	23	14	28	26
NORFOLK	22	16	22	20	20	21	22	24	22	19
BARNSTABLE	15	25	11	20	11	15	11	8	6	10
BERKSHIRE	4	14	8	10	8	8	6	6	4	7
FRANKLIN	4	12	7	3	1	4	8	6	8	6
HAMPSHIRE	5	5	3	2	3	8	8	5	7	6
NANTUCKET	0	0	2	2	0	0	0	0	0	0
DUKES	0	1	2	0	1	0	1	0	0	0
Total	387	492	440	372	426	437	433	359	384	431

*Excludes county, federal, and out-of-state inmates.

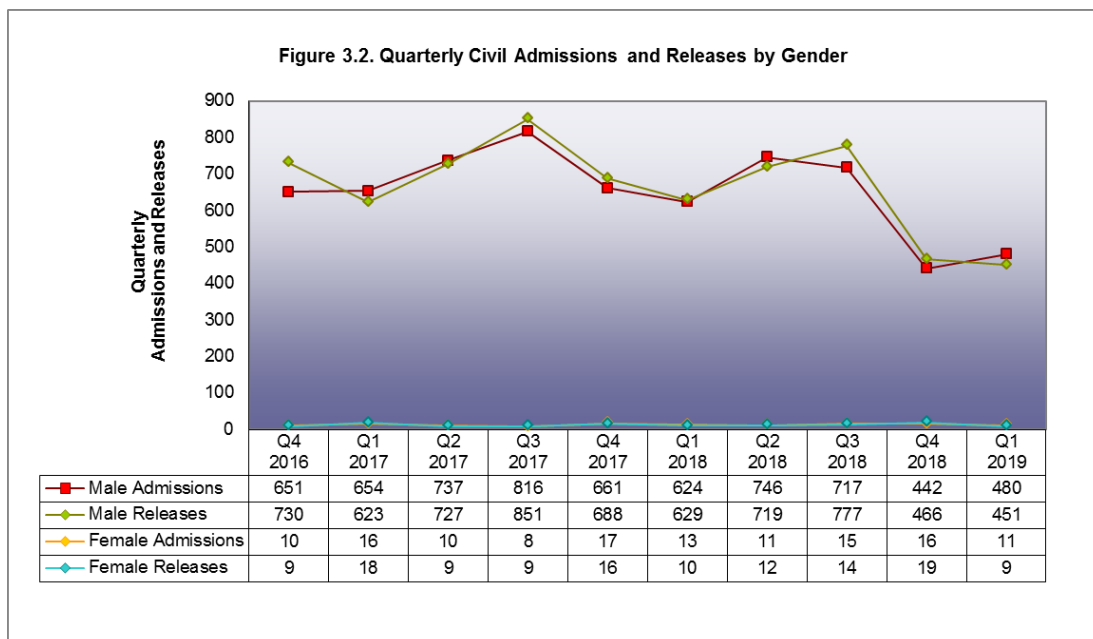
CIVILLY COMMITTED ADMISSIONS AND RELEASES

In general, civil admissions and releases remained low after a sharp drop at the end of 2018 (see figure 3.1). Civil admissions did rise slightly, and civil releases decreased; this nearness was reflected by gender.

For the trend period, the MA DOC released 131 more inmates from civil commitment than were admitted.



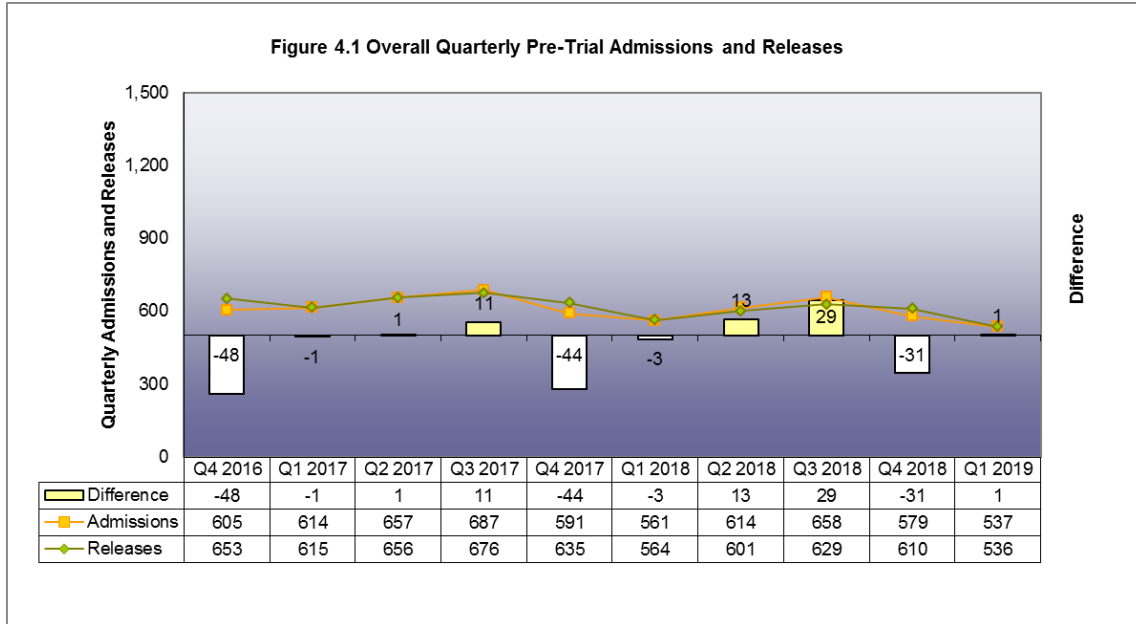
Male civil admissions rose 8.6 percent from 442 to 480 individuals in Q1 2019, while releases dropped just slightly from 466 to 451. Both female civil admissions and releases dropped in Q1 2019, to their lowest cumulative level since 2017 (see figure 3.2).



PRE-TRIAL ADMISSIONS AND RELEASES

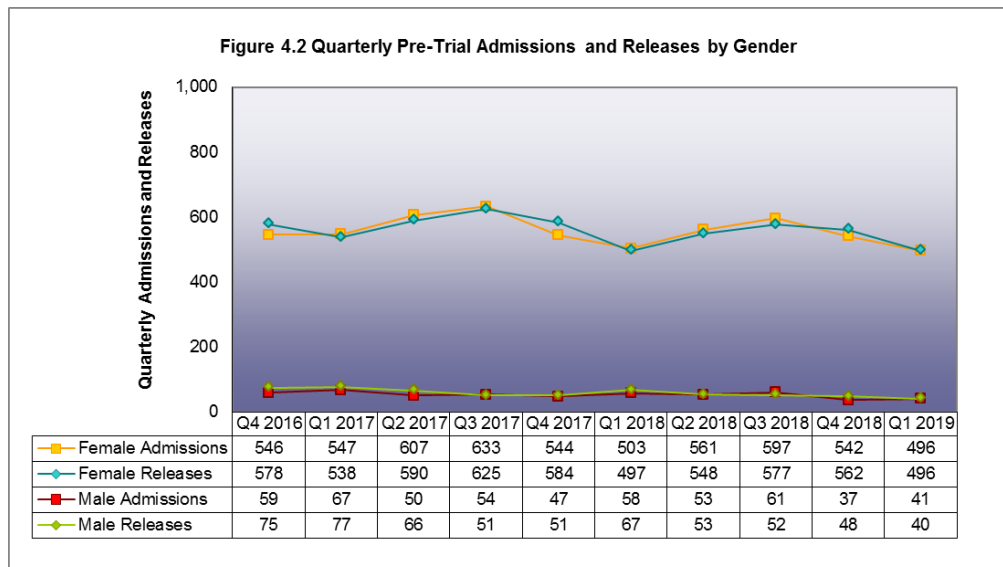
Pre-trial admissions and releases both dropped in Q1 2019, and similar to other subpopulations, admissions and releases were nearly identical.

As predicted last quarter, the pre-trial deficit shrank and became a slight positive difference of 1. Based on the cyclical nature of the ten-year trend period, both admissions and releases may rise again throughout 2019 (see figure 4.1).



Male pre-trial admissions rose slightly from 37 to 41 while releases shrank from 48 to 40, a phenomenon seen among all male DOC inmates.

Female pre-trial admissions and releases experienced a typical 'down' quarter, playing out a four-quarter cyclical trend in which admissions and releases go down in the fourth and first quarter of a year and go back up in the second and third quarter.



Pre-Trial Admissions by Court Jurisdiction

Male pre-trial detainees rose slightly to 41, still lower than the ten-quarter average of 53. The majority of detainees, as is normally the case, came from federal court, Worcester County or from outside of Massachusetts (see figure 4.3).

Despite more or less holding on to the sharp decline of male pre-trial admissions from Q4 2018, the number of pre-trial admissions is predicted to return to around the quarterly average in 2019.

Figure 4.3 Male Quarterly Pre-Trial Admissions by Jurisdiction

County	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018	Q1 2019
Federal	13	25	14	13	9	28	6	23	9	12
Out-of-state	19	10	11	7	11	7	7	10	8	7
Worcester	11	8	3	9	6	5	8	4	5	7
Norfolk	4	3	2	2	7	0	4	1	3	3
Essex	2	4	3	5	1	0	2	3	3	3
Hampden	1	3	2	0	0	0	3	1	0	3
Suffolk	2	3	6	5	7	4	6	8	3	2
Middlesex	2	2	3	3	1	5	5	2	3	2
Plymouth	1	8	3	3	2	3	7	6	0	2
Bristol	1	0	2	4	2	2	2	2	3	0
Barnstable	2	0	1	1	0	2	0	0	0	0
Mass Parole	0	0	0	1	1	2	1	0	0	0
Berkshire	1	1	0	1	0	0	0	1	0	0
Franklin	0	0	0	0	0	0	2	0	0	0
Total	59	67	50	54	47	58	53	61	37	41

*Dukes County has not reported pre-trial males in any of the previous ten quarters.

Q1 2019 was similar to past quarters with slight decreases seen all around. The majority of female pre-trial detainees continue to come from Essex, Middlesex, Plymouth and Norfolk Counties. Together, they accounted for 98.4% of the total female pre-trial admissions for the quarter. Like all other sub-populations, a permanent downward trend may take effect here; however the limited number of facilities for females in Massachusetts suggests that pre-trial female numbers may hold steady for quarters to come.

Figure 4.4 Female Quarterly Pre-Trial Admissions by Jurisdiction

County	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018	Q1 2019
Essex	176	144	192	201	154	166	230	220	195	194
Middlesex	158	161	180	159	162	143	126	143	131	119
Norfolk	102	113	97	128	105	68	97	111	109	96
Plymouth	100	113	120	133	113	118	101	115	97	83
Federal	6	13	16	11	8	4	2	5	7	2
Out-of-State	1	0	2	0	1	2	1	2	2	1
Bristol	0	0	0	0	1	1	0	0	0	1
Hampden	1	1	0	0	0	0	3	0	0	0
Mass Parole	1	1	0	0	0	1	0	1	0	0
Suffolk	0	1	0	0	0	0	0	0	1	0
Worcester	1	0	0	1	0	0	0	0	0	0
Barnstable	0	0	0	0	0	0	0	0	0	0
Berkshire	0	0	0	0	0	0	1	0	0	0
Total	546	547	607	633	544	503	561	597	542	496

*Franklin and Dukes counties have not reported pre-trial females in any of the previous ten quarters.

Appendix

Notes and Definitions

Note: This report examines admission and release trends over the past ten quarters for the Massachusetts Department of Correction (MA DOC). Unless otherwise stated, all trends in this report refer to the MA DOC jurisdiction population.

Numbers in this report may vary slightly from numbers in other reports due to the continuous updating of data and information in the Inmate Management System.

Admissions	Inmates who are admitted to a facility of the Department of Correction (DOC), pursuant to a court order, as a transfer from another DOC facility, or pursuant to the execution of a parole violation warrant. Inmates may also be re-admitted after a court release, or pursuant to the execution of an escape warrant (categorized as “Other” admissions).
Civil Commitment or “Civil”	A male who has been committed by a court to Bridgewater State Hospital pursuant to G.L. c. 123, section 7 and 8, 15, 16 or 18; or to the Massachusetts Alcohol and Substance Abuse Center pursuant to G.L. c. 123, § 35; or to the Massachusetts Treatment Center pursuant to G.L. c. 123A; a female who, prior to April 24, 2016, was committed to MCI-Framingham pursuant to G.L. c. 123, § 35; or a female who has been committed to MCI-Framingham, a branch of the Massachusetts Treatment Center, pursuant to G.L. c. 123A.
Criminally Sentenced or “Sentenced”	Individuals who have been found guilty of a criminal offense by a judge or jury and have been committed to a period of incarceration, whether directly or after a violation of probation or parole.
Custody Population	An inmate that is incarcerated in Massachusetts DOC facility.
CQGR	Compound Quarterly Growth Rate describes the quarterly growth rate over the ten-quarter period as if the growth had happened steadily each quarter. It is calculated using the formula: $(\text{value of last quarter} / \text{value of first quarter})^{(1 / (10 - 1))} - 1$ for this analysis.
Expiration of Sentence (Release)	An inmate is discharged from his/her sentence at the expiration of his/her term, less any statutory or earned good time. Statutory good time was eliminated for all offenses committed after June 30, 1994, due to the enactment of the “Truth in Sentencing” law.
HOC	House of Correction, i.e. county jail or correctional facility.
Jurisdiction Population	An individual is considered to be under Massachusetts DOC jurisdiction when the Commonwealth has legal authority over the individual regardless of where the inmate is being held to include those incarcerated in Massachusetts DOC facilities as well as those housed in correctional facilities outside of the Massachusetts DOC (Massachusetts Houses of Correction, other state’s correctional facilities and the Federal Bureau of Prisons).

MA DOC	Massachusetts Department of Correction, i.e. state prison.
MASAC	MASAC is a facility whose institutional focus is to provide services to males civilly committed by the court under M.G.L., Chapter 123, Section 35 for detoxification and substance abuse treatment for up to 90 days.
New Court Commitment	Newly sentenced and committed inmates admitted to a committing institution as prescribed by law. Individuals committed by the courts to the Massachusetts Department of Correction (DOC) as a result of a criminal offense. All new court commitments and those individuals who began serving new sentences (e.g., From and After Sentences) during the year are included in this category even if there was no physical release from custody upon the completion of one sentence and the commencement of another sentence. If an individual is committed to the DOC more than once during the current trend period, each court commitment for that individual is counted separately.
Parole (Releases)	Inmates released on parole are under the supervision of parole while in the community and may be re-incarcerated for violating the terms of their supervision. Unless otherwise specified, parole to other authority may include: "Parole to Out of State Sentence", "Parole to Federal Authority", "Parole to Immigration", "Parole to From & After HOC Sentence", "Parole to Warrant", "Parole to From & After DOC Sentence", or "Parole to Civil Commitment".
Pre-Trial Detainee	An individual who is detained prior to trial, but not yet convicted of a crime to include male and female county detainees, male county detainees transferred to state facilities under Massachusetts General Law Chapter 276, section 52A, and federal detainees (both male and female).
Probation Violation	An inmate who has been returned to resume serving a previously imposed sentence (return on a split sentence) following a revocation of his/her terms of probation. Split sentences to the state prison were eliminated for offenses committed after June 30, 1994, pursuant to the "Truth-in-Sentencing" Act of 1994.
Releases	A release occurs when an inmate is released from the jurisdiction of the Massachusetts DOC by way of expiration of sentence, parole, a non-DOC release to other jurisdiction, a court release or other legal release from the custody of MA DOC. "Other" releases include: "habeas to court – received forthwith sentence", "escape", "death", "court release – sentence revoked", and "release to from and after at DOC".
Release to Community	The release of an inmate from the custody of the Massachusetts DOC by way of parole or discharge to the community. Conditions warranting a release to community generally include: parole, expiration of sentence, expiration of fine, and court release.